



State of Idaho
Department of Correction

Flow Model Offender Forecast

Idaho Offender Population Forecast FY 2003 to 2006
November 14, 2002



IDAHO DEPARTMENT OF CORRECTION

Bureau of Review and Analysis

MEMORANDUM

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FROM: Mary Stohr, BSU, Criminal Justice Department, Chair Forecast Advisory Committee.

DATE: November 14, 2002

SUBJECT: Fiscal Year 2003 to 2006 Offender Forecast

The attached report details the Idaho offender forecast for fiscal years 2003 to 2006. The forecast is a collaborative product of the Forecast Advisory Committee and staff of the Idaho Department of Correction (IDOC). The Committee establishes admission rates for offenders committed by the courts to Probation, Rider and Term incarceration. These rates determine the forecast number of admissions to these statuses for future forecast years. IDOC staff provide historical data to the Committee to help in selecting appropriate admission rates and to establish historical patterns for status moves and lengths of stay. The forecast is compiled based on two key factors: 1) offenders entering the system, and; 2) offenders leaving the system. IDOC staff use the admissions provided by the Committee and the historical patterns of status changes and lengths to complete the forecast. The Committee reviews all assumptions and exercises oversight over the methods used by IDOC staff to complete the forecast.

The forecast method relies heavily upon the judgment of both the Committee and IDOC staff members. Ultimately, the forecast is the Committee's best estimate of the future admissions and releases of adult felony offenders. Even though every effort was made to ensure that the decisions, methods and assumptions of the forecast were reasonable and sound, these judgments may prove inaccurate due to unforeseen future circumstances.

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Executive Summary

Introduction

A forecast was made of Idaho offenders for the period FY 2003 - 2006. The Department of Correction developed the forecast based on guidance from the Forecast Advisory Committee. The forecast provides an estimate of the incarcerated and supervised offenders for the next four years.

Assumptions for Future Growth

The forecast method is influenced by two key factors, 1) offenders entering the system and 2) offenders leaving the system. The model relies on the judgment of the Forecast Advisory Committee members to establish the future rates at which offenders will be admitted by the courts. Historical patterns of offender status changes were used to determine when offenders will leave the system.

Conclusion

The model predicts a moderate growth rate of incarcerated and supervised offenders in the next four years. The forecast number of incarcerated offenders occupying beds in Idaho and the forecast number of offenders actively supervised by Community Corrections are listed in the table below along with the annual percent increase from the previous fiscal year.

Idaho Offender Forecast for FY 2003 through 2006

	Fiscal Year			
	2003	2004	2005	2006
Incarcerated Offenders	6152	6640	7292	7978
Annual Percent Increase	6.0%	7.9%	9.8%	9.4%
Supervised Offenders	8966	9506	10157	10845
Annual Percent Increase	5.8%	6.0%	6.8%	6.8%
Total Offenders	15118	16146	17449	18823
Annual Percent Increase	5.9%	6.8%	8.1%	7.9%

The most significant feature of the forecast is the continuing trend of higher rates of increase in the number of incarcerated female offenders. Admissions for females into rider and prison is increasing at almost twice the rate of increase for males. To illustrate this point, let's compare the percent increase of total incarcerated female offenders to that of male offenders for forecast period. The female incarcerated offender group will experience an annual average increase 18% from FY 2002 to FY 2006, while the male incarcerated offender group has an annual average increase of 8.5%.

Forecast Overview

Introduction

A forecast was made of Idaho offenders for the period FY 2003 - 2006. The Department of Correction developed the forecast based on guidance from the Forecast Advisory Committee. The forecast provides an estimate of the incarcerated and supervised offenders for the next four years. In recent years, the growth of the offender population has been somewhat volatile and the previous methods of averaging growth or plotting the population trends were not sufficient for explaining the changes in growth or predicting future growth. We believe that the flow model method provides a more reasonable and useful forecast. It also provides an improved ability to identify and quantify changes in growth and attribute them to some specific component of offender management practices.

Method

The "Flow Model" method was used to forecast future inmate population. This method estimates admissions and releases by crime group and gender separately. The Forecast Advisory Committee, a committee of subject matter experts from all areas the criminal justice system, established the rates for new admissions of offenders. Department of Correction staff compiled the historical data necessary to estimate status changes and discharges to complete the model. A more complete description of this process is provided in the "Methods" section of this report.

Assumptions for Future Growth

The forecast method is influenced by two key factors, 1) offenders entering the system and 2) offenders leaving the system. The model relies on the judgment of the Forecast Advisory Committee members to establish the future rates at which offenders will be admitted by the courts. A separate rate was established for each crime group, gender and admission status. The model then predicts when offenders will change status within the system or be discharged based upon recent historical patterns. Many factors that might influence the future admission rates were considered and discussed while establishing a reasonable rate of admission for each crime group and forecast year. The committee considered changes in laws, changes in agency policy, changes in national trends, and changes in state trends, when discussing admissions. The staff provided the committee with recommendations as to admission rates, but the committee was free to set any admission rate deemed appropriate.

The committee discussed each crime group and searched for indications of changing admission trends. They found no significant indication of changing trends in admission rates for alcohol crimes, property crimes, murder and manslaughter crimes, or sex crimes. Therefore the committee chose the graduated weighted average of the last seven years admission rates for these crime groups. Recent increases in the rate of drug crime admissions as well as changing policy caused the committee to forecast an increased rate for some drug crime admissions. The committee also decided on a modestly increased rate for male assault crime admissions to probation in recognition of a continuing trend in Idaho where the Domestic Violence component of assault crimes have increased.

Conclusion

The flow model predicts a moderate growth rate of incarcerated and supervised offenders in the next four years. The total number of incarcerated offenders occupying beds in Idaho will increase from 5802 in FY 2002 to 6152 in FY 2003, an increase of 6%. That number will increase to 6640 in FY 2004, an increase of 7.9%. It will increase to 7292 in FY 2005, an increase of 9.8%. And in FY 2006, it will increase to 7978, an increase of 9.4%. The historical rate of increase from FY 1996 through FY 2002 was 8.5%. The total number of offenders actively supervised by Community Corrections will increase from 8473 in FY 2002 to 8966 in FY 2003, an increase of 5.8%. That number will increase to 9506 in FY 2004, an increase of 6.0%. It will increase to 10157 in FY 2005, an increase of 6.8%. And in FY 2006, it will increase to 10845, an increase of 6.8%. The historical rate of increase from FY 1996 through FY 2002 was 5.9%. The details of forecast growth can be seen in the table Historical and Forecast Admissions and Releases by Status on pages 5 through 7.

The data in this table contains many subtle patterns. Review of historical admission and release patterns will reveal several relationships between them. For example, let's look at the decrease in admissions to Term in 1998 and note the corresponding decrease in releases two years later. This pattern is consistent with the fact that the average sentence served is about two years. In other words, releases from term incarceration tend to lag admissions by about 2 years. The flow model behaves in just this manner. So, the relatively high rates of admission to Term in 1999, 2000 and 2001 will logically distribute through the model as relatively high rates of parole and subsequently, parole violator in 2002, 2003 and 2004.

Finally, the trend that began in FY 1999, of higher rates of increase for female offenders, is continued in the FY 2003 through 2006 forecast. To illustrate this point, let's compare the percent increase of incarcerated female offenders to that of male offenders for the forecast period. The female incarcerated offender group will experience an annual average increase 18% from FY 2002 to FY 2006, while the male incarcerated offender group has an annual average increase of 8.5%. The tendency for the female offender group to increase at a rate significantly higher than the male offender group is generally true across forecast fiscal years for each status type. A more detailed analysis can be found in the table Forecast by Gender, Status and Fiscal Year in Appendix 1, beginning on page 16.

Limitations

The flow model forecast was implemented in order to establish a more credible and useful method for forecasting future admissions and releases of felony offenders to the Department of Correction. The forecast is directly influenced by the admission rates selected by the Committee. The Committee established the consensus method to moderate influence by any given member. The results fairly represent the opinions and judgments of the Committee and the Staff who developed the model. There are four limitations that may have significant impacts on the outcome of the predictive accuracy of the model.

First, forecast admissions for new first time offenders are directly dependent on Idaho's population growth for people between the ages of 20 and 34. The forecast uses the U.S. Census Bureau estimates of population growth from 1995 to 2000 and their forecast for future years' growth. The forecast growth rate is 3.3% for males and 3.5% for females, for future years. Admissions for new first time offenders into the Flow Model Forecast will be in error to the same degree that the Census forecast is in error.

Second, forecast admissions for repeat offenders are directly dependent on Idaho's recidivist candidate population growth. Staff developed a linear forecast of the recidivist candidate population group based on historical data. The future year forecast growth rate is 8.4% for males and 11.1% for females. Admissions for repeat offenders into the Flow Model Forecast for will be in error to the same degree that this forecast is in error.

Third, the Department of Correction had seven years of usable historical data. Virtually all components of the model rely upon the historical patterns of offender admissions and releases. For example, the average length of stay for each crime group and gender is based upon historical data. Since Idaho's population is relatively small and there are only a few years of historical data, we expect the variance to be higher than if we had more data to evaluate. Additionally, if policy level decisions or other factors cause a change from these historical patterns, the accuracy of our predictive model will be diminished. Ironically, this limitation is also one of the model's greatest strengths. If a significant change from these historical patterns does occur, it is immediately evident. This strength can also be illustrated by recent departmental undertakings. After analyzing parole patterns, we identified an opportunity to shorten length of stay for offenders in the Alcohol, Drug and Property crime groups by preparing them for parole as close to their parole eligible date as possible. There are about 350 inmates that could be impacted by this effort. If these efforts of the Department and the Parole Commission are fruitful, we could actually see the prison population level off for one or two years. Of course, these offenders will then show up in the parolee population, causing that population to increase by the same amount. This discussion dramatically shows how changes from historic patterns of length of stay can significantly impact the predictive power of the forecast.

These historical data also help to establish bounds for reasonable growth rates. We would expect our forecast to be close to the mean of historical annual growth rates and to be bounded by observed minimum and maximum growth rates. Review of the tables on pages 5 through 7 show this to be true.

Finally, the forecast method relies heavily upon the judgment of both the Staff and Committee members. Ultimately, the forecast is the Committee's best estimate of the future admissions and releases of adult felony offenders. Even though every effort was made to ensure that the decisions and assumptions of the forecast were reasonable and sound, these judgments may prove inaccurate due to unforeseen conditions in the future. Additionally, since the forecast is made up of the sums of a number of elements, no specific confidence level can be ascribed to the forecast.

Historical and Forecast Admissions and Releases by Status FY 1996 to 2006

Term	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	
	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Forecast	Forecast	Forecast	Forecast	
Beginning	2510	2982	3402	3500	3899	4502	4848	5014	5346	5781	6342	
Admissions												
New Commitments	415	429	397	533	584	651	598	697	726	764	806	
Revoked Probation	389	466	433	516	586	581	593	563	485	502	530	
Revoked Parole	263	266	260	392	354	291	336	442	467	379	316	
Revoked Rider	157	197	128	148	159	161	123	137	119	133	168	
Total	1224	1358	1218	1589	1683	1684	1650	1839	1797	1778	1820	
Releases												
Parole	542	689	827	800	704	905	935	1080	962	857	826	
Discharged	210	249	293	390	376	433	549	427	400	360	358	
Total	752	938	1120	1190	1080	1338	1484	1507	1362	1217	1184	
Net Admission & Releases	472	420	98	399	603	346	166	332	435	561	636	Historical
Ending	2982	3402	3500	3899	4502	4848	5014	5346	5781	6342	6978	Average
Non Bed	95	111	163	167	170	164	159	168	172	176	180	Percent
Total Incarcerated	2887	3291	3337	3732	4332	4684	4855	5178	5609	6166	6798	Increase
Annual Percent Increase	18.8%	14.0%	1.4%	11.8%	16.1%	8.1%	3.7%	6.7%	8.3%	9.9%	10.2%	10.6%
Rider												
Beginning	726	718	658	582	612	583	659	781	806	881	992	
Admissions												
New Commitments	690	664	607	697	695	745	767	918	1007	1067	1122	
Failed Probation	398	477	503	498	500	549	577	396	386	422	453	
Total	1088	1141	1110	1195	1195	1294	1344	1314	1393	1489	1575	
Releases												
Probation	939	1004	1058	1017	1065	1061	1093	1152	1199	1245	1326	
Term	157	197	128	148	159	157	129	137	119	133	168	
Total	1096	1201	1186	1165	1224	1218	1222	1289	1318	1378	1494	
Net Admission & Releases	-8	-60	-76	30	-29	76	122	25	75	111	81	Historical
Ending	718	658	582	612	583	659	781	806	881	992	1073	Average
Non Bed	109	53	78	96	64	84	91	91	96	98	100	Percent
Total Incarcerated	609	605	504	516	519	575	690	715	785	894	973	Increase
Annual Percent Increase	-1.1%	-0.7%	-16.7%	2.4%	0.6%	10.8%	20.0%	3.6%	9.8%	13.9%	8.8%	2.2%

Historical and Forecast Admissions and Releases by Status FY 1996 to 2006

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	
Parole Violator	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Forecast	Forecast	Forecast	Forecast	
Beginning	323	312	348	424	417	394	401	466	499	474	447	
Admissions												
Parole	341	362	415	481	444	395	546	667	607	480	386	
Releases												
Term	253	259	249	385	350	285	347	441	467	379	316	
Reinstated Parole	99	67	90	103	117	103	134	193	165	128	119	
Total	352	326	339	488	467	388	481	634	632	507	435	
Net Admission & Releases	-11	36	76	-7	-23	7	65	33	-25	-27	-49	
Ending	312	348	424	417	394	401	466	499	474	447	398	
Non Bed	173	202	265	243	243	208	209	240	228	215	191	
Total Incarcerated	139	146	159	174	151	193	257	259	246	232	207	
Annual Percent Increase	-3.4%	5.0%	8.9%	9.4%	-13.2%	27.8%	33.2%	0.8%	-5.0%	-5.7%	-10.8%	4.1%
Total Incarcerated	4012	4408	4506	4928	5479	5908	6261	6651	7136	7781	8449	Historical
Non Bed	377	366	506	506	477	456	459	499	496	489	471	Average
Total Beds Occupied	3635	4042	4000	4422	5002	5452	5802	6152	6640	7292	7978	Percent
Annual Percent Increase	10.5%	11.2%	-1.0%	10.6%	13.1%	9.0%	6.4%	6.0%	7.9%	9.8%	9.4%	Increase
Probation												
Beginning	6146	6798	7338	7693	7771	7821	8165	8939	9569	10250	11038	
Admissions												
New Commitments	2217	2221	2028	2098	1924	2089	2189	2841	2980	3122	3267	
Successful Rider	922	997	1052	1005	1056	1056	1125	1155	1199	1245	1326	
Total	3139	3218	3080	3103	2980	3145	3314	3996	4179	4367	4593	
Releases												
Revoked Probation	389	466	433	516	586	583	594	563	485	502	530	
Sentenced to Rider	389	463	490	487	486	518	551	354	338	374	417	
Discharged	1709	1749	1802	2022	1858	1700	1395	2449	2675	2703	2863	
Total	2487	2678	2725	3025	2930	2801	2540	3366	3498	3579	3810	
Net Admission & Releases	652	540	355	78	50	344	774	630	681	788	783	Historical
Ending	6798	7338	7693	7771	7821	8165	8939	9569	10250	11038	11821	Average
Non Caseload	1124	1242	1348	1455	1429	1443	1850	1976	2092	2208	2344	Percent
Probation Caseload	5674	6096	6345	6316	6392	6722	7089	7593	8158	8830	9477	Increase
Annual Percent Increase	11.4%	7.4%	4.1%	-0.5%	1.2%	5.2%	5.5%	7.1%	7.4%	8.2%	7.3%	4.9%

Historical and Forecast Admissions and Releases by Status FY 1996 to 2006

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	
Parole	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Forecast	Forecast	Forecast	Forecast	
Beginning	875	956	1094	1256	1337	1366	1624	1857	1838	1809	1780	
Admissions												
Paroled	596	719	857	846	768	935	996	1192	1042	884	837	
Re-instated Violator	72	62	84	82	105	91	144	182	165	128	119	
Total	668	781	941	928	873	1026	1140	1374	1207	1012	956	
Releases												
Parole Violator	351	368	428	493	449	397	544	685	607	480	386	
Discharged	236	275	351	354	395	371	363	708	629	561	515	
Total	587	643	779	847	844	768	907	1393	1236	1041	901	
Net Admission & Releases	81	138	162	81	29	258	233	-19	-29	-29	55	Historical
Ending	956	1094	1256	1337	1366	1624	1857	1838	1809	1780	1835	Average
Non Caseload	301	325	341	361	402	401	473	465	461	453	467	Percent
Parole Caseload	655	769	915	976	964	1223	1384	1373	1348	1327	1368	Increase
Annual Percent Increase	7.0%	17.4%	19.0%	6.7%	-1.2%	26.9%	13.2%	-0.8%	-1.8%	-1.6%	3.1%	12.7%
Total Supervised	7754	8432	8949	9108	9187	9789	10796	11407	12059	12818	13656	
Non Caseload	1425	1567	1689	1816	1831	1844	2323	2441	2553	2661	2811	
Supervised Caseload	6329	6865	7260	7292	7356	7945	8473	8966	9506	10157	10845	
Annual Percent Increase	11.1%	8.5%	5.8%	0.4%	0.9%	8.0%	6.6%	5.8%	6.0%	6.8%	6.8%	5.9%
Total Incarcerated and Supervised												
Incarcerated and Supervised	11766	12840	13455	14036	14666	15697	17057	18058	19195	20599	22105	
Non Bed/Caseload	1802	1933	2195	2322	2308	2300	2782	2940	3049	3150	3282	
Total Beds and Caseload	9964	10907	11260	11714	12358	13397	14275	15118	16146	17449	18823	
Annual Percent Increase	11.6%	9.5%	3.2%	4.0%	5.5%	8.4%	6.6%	5.9%	6.8%	8.1%	7.9%	7.0%

Methods

A thorough description of the methods used to forecast the offender population with the flow model is included in this section. The complete tables of survival probabilities and stock population by length of stay are not included in this report because of their size. This section covers the Forecast Advisory Committee, Overview of Flow Model, Flow Model Process, and Completion of the Forecast.

Forecast Advisory Committee

Purpose

The purpose of the Forecast Advisory Committee is to establish impartial and reasonable admission rates to be used to forecast future offender populations. The committee's input will enhance the credibility, reliability and usefulness of the forecast.

Scope

The Committee reviews all aspects of the forecast model. Their primary goal is to identify trends and policy changes that may impact admissions, and oversee assumptions used to forecast inmate population growth. The Committee meets periodically to review the forecast model progress, to assess the reasonableness of the forecast admissions and to review the performance of the model over the forecast period. The Committee does not consider construction and or funding needs with respect to the forecast.

Organization

The Committee re-elected Professor Mary Stohr, of the Boise State University Criminal Justice Department, as chairperson for the FY 2003 forecast cycle. The Committee reviewed staff recommendations and established all admission rates for the forecast. They also exercise oversight of assumptions, methods, and policy impacts. Decisions are made by informal consensus.

Membership

The Forecast Advisory Committee is made up of one representative from each the following organizations: Idaho State House of Representatives, Idaho State Senate, Idaho State Police, Idaho Judicial Department, Parole Commission, Department of Correction, Division of Financial Management, Legislative Services, Governor's Office, Idaho State Prosecutors Association, Idaho Sheriff's Association and Boise State University Department of Criminal Justice. The head of each represented agency will appoint representatives. The minimum term of each appointment is one year.

Resources

The Department of Correction will provide research staff to create and modify the model to forecast offender populations and will conduct research on offender information necessary to maintain and monitor the performance of the forecast. The department will also provide administrative support for conducting committee business pertaining to offender forecasts. The Department will provide any technical advice necessary for the committee to evaluate the population forecasts.

Meeting Frequency

The committee normally meets monthly beginning in July each year to consider the population forecast. A preliminary meeting to review the prior year forecast and model performance will be held in July. Subsequent meetings will review the preliminary staff recommendations for future admission rates, amend assumptions, review methods, and discuss policy impacts. The FAC will typically set admission rates at the August meeting. This allows the completed forecast to be presented to the committee in October.

Forecast Preparation

Based on the admission rates set by the Forecast Advisory Committee, the Department Team will prepare and revise the offender forecast each year. The forecast will be made for four years beginning with the current fiscal year. Four years was chosen because research indicates that the flow model process begins to mimic a linear trend after that time.

Technical Advisory Committee

The Department Team will periodically consult with members of the Technical Committee regarding the methodology and development of the model and assumptions. This committee assists staff with the technical issues of building the model. They may also assist in gathering and interpreting data from other agencies.

Forecast Advisory Committee Members for the FY 2003 Forecast

Name	Title	Organization
Leon Smith	Representative	Idaho State Legislature
Robert Renteria	Parole Hearing Officer	Parole Commission
Walt Femling	Sheriff	Idaho Sheriff's Association
Major Tom Thompson	Idaho State Trooper	Idaho State Police
Randy Tilley	Analyst	Division of Financial Management
Mary Stohr	Professor	BSU- Criminal Justice Dept.
Cathy Holland-Smith	Analyst	Legislative Services
Rod Leonard	Planner	Department of Correction
Kathy Ruffalo	Policy Advisor	Governor's Office
Ronald J. Wilper	Judge	District Judge
Theresa Gardunia	County Prosecutor	Boise County Prosecutors

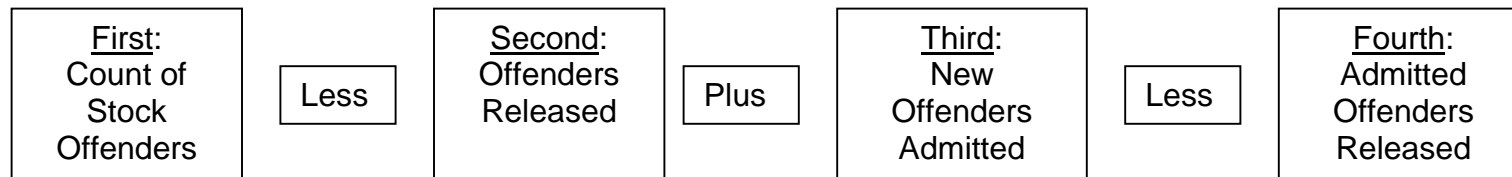
Flow Model Description

Forecast Methods

There are four methods commonly used in correctional practice for forecasting inmate population growth: mathematical, statistical, flow, and simulation. The mathematical model consists of averaging inmate growth over a given period of time and applying that average rate of growth to future periods. The statistical method uses trends to forecast future population, based upon historical populations. The flow model and simulation models differ from the previous two methods by forecasting the offenders admitted and released in order to forecast future populations. The department, after reviewing several states of comparable size and proximity, determined that the most economical forecasting method would be the flow model. Many larger states utilize simulation models, however, the cost is greater.

Flow Model Concept

There are four major components of the flow model. The first is the count of offenders who are currently incarcerated or supervised (Stock Population). In the second step, a forecast is made of how many offenders will change to a different status. The Survival Probability is used to determine when this status change will occur. Third, a forecast is made of how many and when offenders will be admitted with new sentences (New Admissions). Fourth, an estimate is made of how many and when the newly admitted offenders will change to a new status.



Admissions and releases for each offender group are forecast separately. The release of stock and newly admitted offenders is forecast based upon historical patterns for offenders previously incarcerated or supervised for similar crimes.

Stock Population

The flow model began with the offenders on hand in each status (probation, rider, term, parole and parole violator) as of June 30, 2002. This is the group referred to in the "First" block above. Historical patterns of status movement and lengths of stay are used to determine how many and when offenders will be moved to a new status as indicated in the "Second" block above.

New Admissions

One of the primary functions of the Forecast Advisory Committee is to estimate the rate at which offenders will be committed to the custody or supervision of the Department of Correction with a new sentence. This rate is used to calculate the number of new admissions that will occur annually by status, crime group and gender. This is the group referred to in the “Third” block above. As with the Stock population, historical patterns of status movement and lengths of stay are used to determine how many and when offenders will change status. These are indicated in the “Fourth” block above.

Cohorts

Admission and release forecasts were made for separate crime groups called cohorts. Cohorts were established based upon six crime groups: alcohol, assault, drug, murder and manslaughter, property, and sex. Each crime group was then separated into males and females. Each of these was divided into first time offenders and repeat (recidivist) offenders.

Flow Model Process

Method for Projecting New Court Admission

Flow model admission data is projected based on historical admissions and Idaho population. Historical admission data was extracted from the Offender Tracking System and grouped by admission status, crime group, gender and fiscal year. The admission status types chosen for the flow model projections were probation, retained jurisdiction and term. The data covered fiscal years 1996 through 2002. Population data for the study period was derived from U.S. Census Bureau data. The age group 20 to 34 was selected for projections because this age group made up the largest portion of admissions and was the most highly correlated with admission data. This population group was used to forecast admissions for first time offenders. Staff developed historic data for a population group of potential repeat offenders. For each year, this is the total of documented offenders minus those who are deceased and those currently incarcerated or supervised. This group forms the pool of previously incarcerated or supervised offenders who are at risk of recidivating. A linear projection provided the values for future years. This data was used to prepare the admission forecasts for the repeat offender portion of the model. Details of these two population groups can be found in Appendix 2.

Having established our population indicator groups, our next task was to determine the historic rate of admission by crime group and status for each population group. To determine the historical admissions rates, we divided the yearly admissions, grouped by crime group and status, by the appropriate population indicator group value for each year to get an annual rate.

After determining the historical annual admission rates, we needed to select a rate to use in our forecast. For this, we relied on the expertise of the Forecast Advisory Committee. Staff calculated candidate rates based on a graduated weighted average and a linear trend. The graduated weighted average was preferred over the simple average because it put the most weight on the most recent historic values. These rates were offered to the Forecast Advisory Committee as a starting point for their consideration, but they were

not restricted to these options. The Forecast Advisory Committee examined historic patterns to identify trends or volatile patterns of change. Then the Committee examined each crime for non-statistical influences, such as the impact of changes in law including minimum mandatory sentences, implementation of drug courts, or the impact that a declining economy might have on property crimes. Then, the Committee deftly wove all these potential influences together to agree upon an admission rate for future years for each crime group and gender combination. They found no significant indication of changing trends in admission rates for alcohol crimes, property crimes, murder and manslaughter crimes, or sex crimes. Therefore the committee chose the graduated weighted average of the last seven years admission rates for these crime groups. Recent increases in the rate of drug crime admissions as well as changing policy caused the committee to forecast an increased rate for some drug crime admissions. The committee decided on a modestly increased rate for some assault crime admissions in recognition of a continuing trend in Idaho where these assault crime are increasing. Appendix 2 provides details for historical and forecast admission rates by crime group and gender for first time offenders and repeat offenders.

Having established our forecast admission rates, staff multiplied these rates by the population indicator group values for each forecast year to get our projection for future year admissions by status. These values are incorporated into the model as “New Court Commitments.”

Other Model Rates

The flow model also uses other status change rates to calculate how many probationers would revoke, riders would fail (or move to probation), term offenders would parole (or discharge), and paroled offenders would revoke or discharge. Other status change rates for the model were based upon a seven-year average for FY 1996 to FY 2002. Appendix 3 provides details of these model rates.

Length of Stay Calculation Process (Survival)

Flow model status change rates were projected based on historical releases. Historical status change data was extracted from the Offender Tracking System and grouped by status change type, crime group, gender, and fiscal year. The data covered fiscal years 1996 through 2002. The data was then used to develop a length of stay profile, or survival table, for each status change by gender and cohort (i.e. alcohol, assault, drug and so on). These profiles enable us to estimate how long it will take offenders to “flow” through our system. The length-of-stay profiles calculated for the flow model were:

Probation to discharge,
Probation to Rider,
Probation revocation to Term,
Rider to Probation,
Rider to Term,

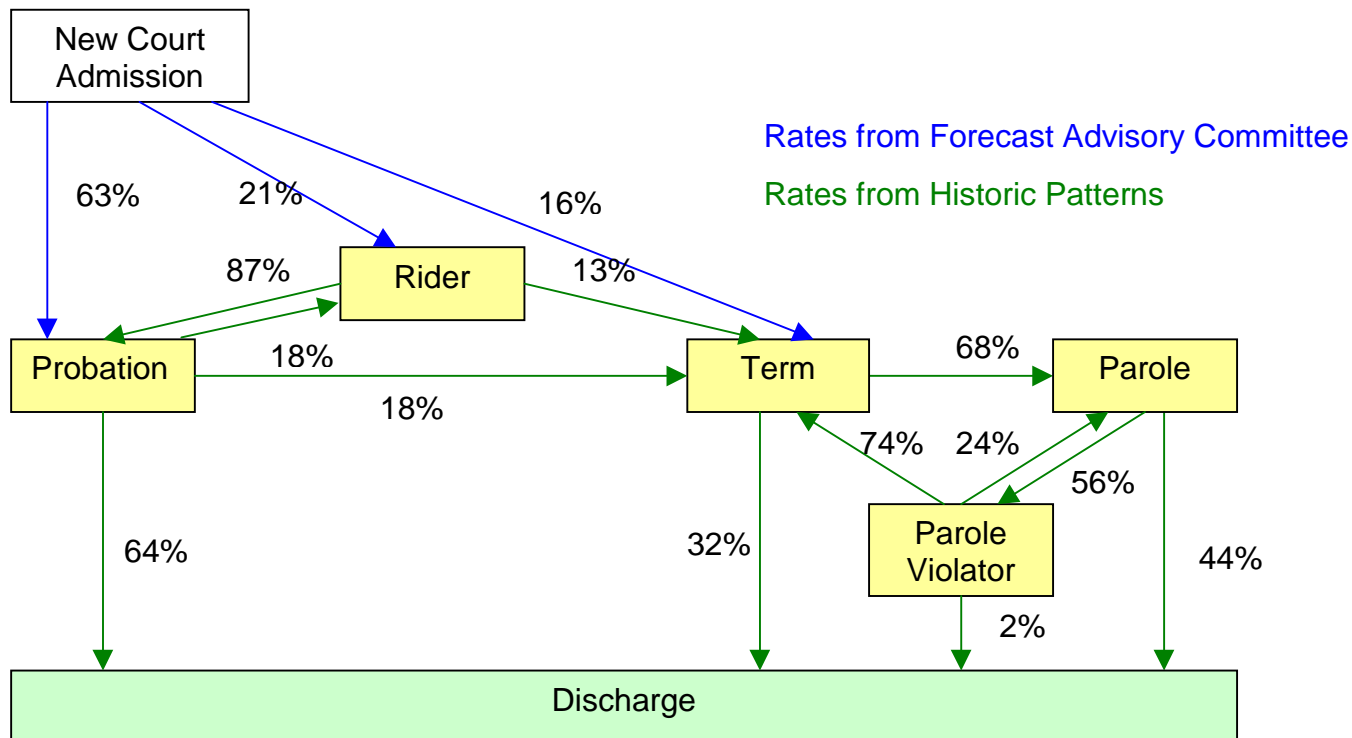
Term to discharge,
Term to Parole,
Parole to discharge,
Parole to Parole Violator,
Parole Violator re-instated to Parole and
Parole Violator revocation to Term.

The survival probability profile by gender and crime group was then applied to the projected status changes for each cohort to determine the numbers that change from one status to another, and eventually discharge, by month. The flow model then sums these estimates into each new status and from each old status. For example, an offender might enter term incarceration from a new court commitment or as a failed rider or from a revoked probation or from a revoked parole. The incarcerated offender may leave term and go to parole or be discharged. The typical flow paths are illustrated in Chart 2.

Flow of Model Status Changes

Chart 2: General Flow of Offenders

Historic Patterns of Court Commitments and Offender Flow
Through the Idaho Department of Correction



Percentages represent averages from FY 1996 through 2002

The flow model estimates the flow of offenders into and out of each status highlighted in yellow in Chart 2. As an illustration, the chart shows that offenders can arrive into Term from a new commitment, revoked Probation, failed Rider, or revocation from Parole Violator. Term offenders can be paroled or be discharged.

The flow model separately forecasts the flow of new offenders and existing offenders. The model separately estimates the flow of existing offenders (Stock population) as of June 30, 2002. The model then estimates the flow of these offenders through each status change to their eventual discharge. The rates described in the Other Model Rates section are used to determine how many will move from one status to another and the Length of Stay profiles are used to determine when.

The model then estimates the arrival of new admissions from July 1, 2002 forward using the admission rates provided by the Forecast Advisory Committee and the population indicator groups. Then, in a manner similar to the Stock population process, the model estimates their subsequent flow through status changes to their eventual discharge.

To calculate the number of offenders at the end of each forecast year, the model starts with the Stock population adds the new admissions from each contributing status change type and new court commitments and subtracts the releases for each participating status change type. The result of this arithmetic process is the forecast for the end of the year. Note that the tables on pages 3 through are organized in precisely this manner.

Completing the Forecast

Non Bed and Non Caseload Offenders

The flow model provides a forecast of offenders in Probation, Rider, Term, Parole and Parole Violator status types. The flow model does not provide a forecast for the number of Non Bed or Non Caseload offenders (see definitions in Appendix 4). These populations tend to change as a consequence of policy level or programmatic decisions and tend to vary less predictably over time than the flow model forecasts. To complete the forecast staff prepared linear trends including a seasonal component for the Non Bed and Non Caseload offenders. These offenders are an important part of the completed model. The Flow Model Forecast provides the total number of convicted felons by status. We subtract the Non Bed offenders from the total incarcerated to determine how many will actually be housed in Idaho prisons and we subtract the Non Caseload from the total supervised to determine how many will actually be supervised by Community Corrections. This final product of total beds required in Idaho prisons and total caseload for Community Corrections is useful to the Department for planning future resource allocation. Policy level decisions can dramatically impact Non Bed and Non Caseload numbers. In fact, the Probation portion of the forecast is probably one of the weakest areas of the forecast because of a decision last year to add a Non Caseload category for Court Probation. Since we have almost no historical data for this category,

we can only make a best guess as to what might happen with this group. If we estimate this group too high, the forecast for Probation will be too low. If we estimate this group too low, the forecast for Probation will be too high.

Tracking the Accuracy of the Model

The flow model will be monitored monthly and the variance between forecast population and actual population will be published on the Department of Correction Internet home page.

Improving the Model

The Forecast Advisory Committee will continue to meet to review the forecast model and to amend the admissions assumptions. Two enhancements are planned for future forecasts. First, as more data from law enforcement and courts becomes available, arrests and felony filings may be used to complement admissions forecasts. Second, since small numbers of monthly admissions can adversely effect the accuracy of the forecast due to rounding errors, we will examine the consequences of aggregating data for crime groups with similar characteristics such as female assault, female murder and manslaughter and female sex crimes.

Appendix 1

Forecast by Gender, Status and Fiscal Year

	2003	2004	2005	2006	2003	2004	2005	2006	2003	2004	2005	2006
	Male				Female				Total			
Term												
Beginning Count	4577	4837	5213	5695	437	509	568	647	5014	5346	5781	6342
Admissions												
New Admissions	640	665	700	735	57	61	64	71	697	726	764	806
Failed Riders	123	111	125	149	14	8	8	19	137	119	133	168
Revoked Probation	454	386	397	393	109	99	105	137	563	485	502	530
Revoked Parole	385	410	318	261	57	57	61	55	442	467	379	316
Total Admissions	1602	1572	1540	1538	237	225	238	282	1839	1797	1778	1820
Releases												
Paroled	953	852	741	707	127	110	116	119	1080	962	857	826
Discharged	389	344	317	328	38	56	43	30	427	400	360	358
Total Releases	1342	1196	1058	1035	165	166	159	149	1507	1362	1217	1184
Net Increase	260	376	482	503	72	59	79	133	332	435	561	636
Ending Count	4837	5213	5695	6198	509	568	647	780	5346	5781	6342	6978
NonBed	148	149	149	149	20	23	27	31	168	172	176	180
Term Beds	4689	5064	5546	6049	489	545	620	749	5178	5609	6166	6798
Rider												
Beginning Count	609	633	682	742	172	173	199	250	781	806	881	992
Admissions												
New Admissions	744	814	859	904	174	193	208	218	918	1007	1067	1122
Probation to Rider	384	410	318	261	57	57	61	55	441	467	379	316
	1025	1061	1117	1173	289	332	372	402	1314	1393	1489	1575
Releases												
Failed Rider	123	111	125	149	14	8	8	19	137	119	133	168
Successful Rider	878	901	932	980	274	298	313	346	1152	1199	1245	1326
Total Releases	1001	1012	1057	1129	288	306	321	365	1289	1318	1378	1494
Net Increase	24	49	60	44	1	26	51	37	25	75	111	81
Ending Count	633	682	742	786	173	199	250	287	806	881	992	1073
NonBed	75	77	77	77	16	19	21	23	91	96	98	100
Rider Beds	558	605	665	709	157	180	229	264	715	785	894	973

Parole Violator

Beginning Count	438	475	451	423	28	24	23	24	466	499	474	447
Admissions												
Violated Parole	595	539	412	335	72	68	68	51	667	607	480	386
Releases												
Incarcerated	384	410	318	261	57	57	61	55	441	467	379	316
Return to Parole	163	153	122	114	19	12	6	5	182	165	128	119
Discharged	11	0	0	0	0	0	0	0	11	0	0	0
Total Releases	558	563	440	375	76	69	67	60	634	632	507	435
Net Increase	37	-24	-28	-40	-4	-1	1	-9	33	-25	-27	-49
Ending Count	475	451	423	383	24	23	24	15	499	474	447	398
NonBed	228	217	203	184	12	11	12	7	240	228	215	191
Violator Beds	247	234	220	199	12	12	12	8	259	246	232	207
Total Incarcerated	5945	6346	6860	7367	706	790	921	1082	6651	7136	7781	8449
NonBed	451	443	429	410	48	53	60	61	499	496	489	471
Total Beds Occupied	5494	5903	6431	6957	658	737	861	1021	6152	6640	7292	7978

Probation

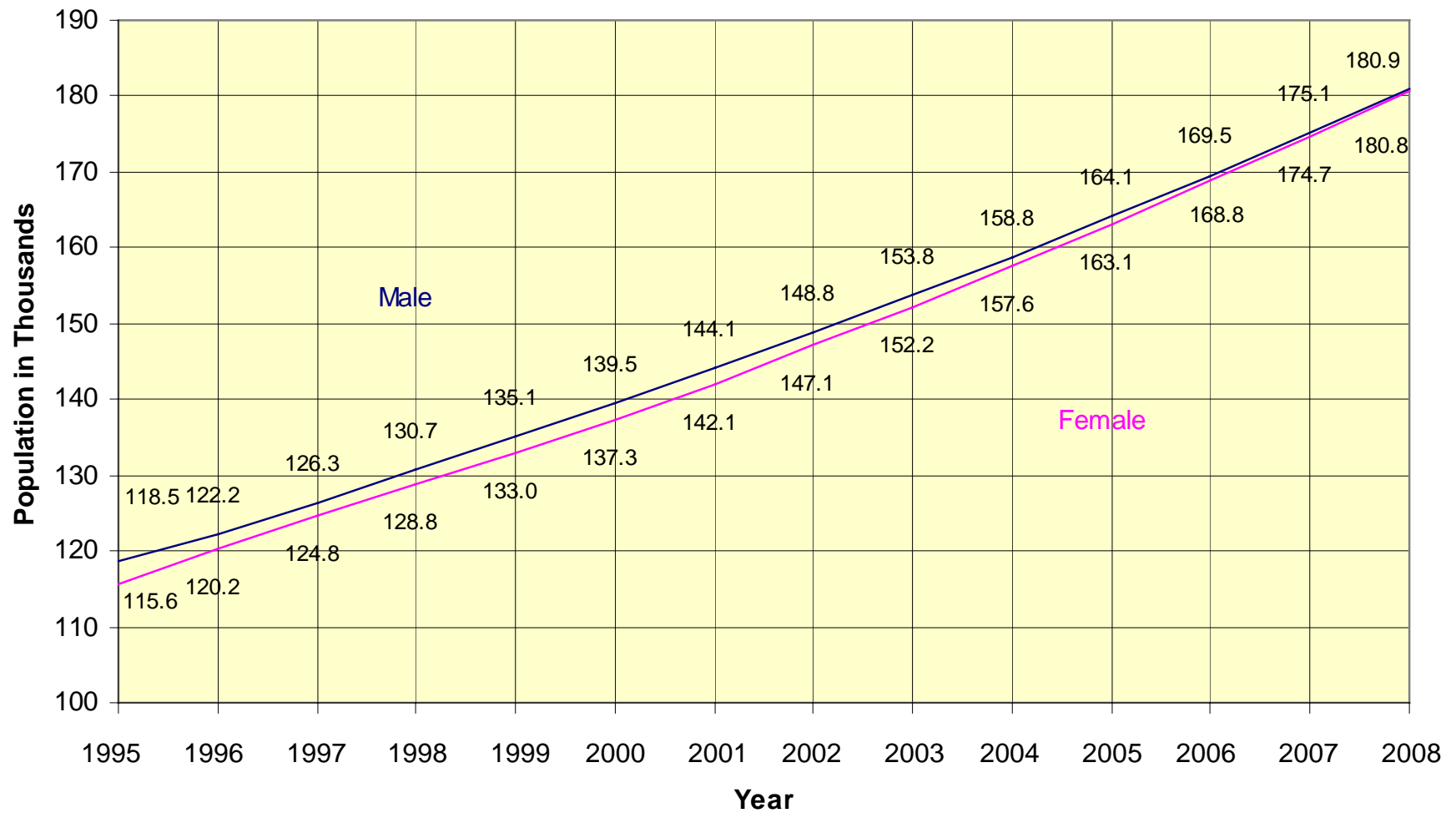
Beginning Count	6732	7187	7666	8232	2207	2382	2584	2806	8939	9569	10250	11038
Admissions												
New Admissions	2045	2135	2230	2328	796	845	892	939	2841	2980	3122	3267
Successful Rider	878	901	932	980	277	298	313	346	1155	1199	1245	1326
Total Admissions	2923	3036	3162	3308	1073	1143	1205	1285	3996	4179	4367	4593
Releases												
Violate to RJ	259	223	234	251	95	115	140	166	354	338	374	417
Revoked Probation	454	386	397	393	109	99	105	137	563	485	502	530
Discharged	1755	1948	1965	2092	694	727	738	771	2449	2675	2703	2863
Total Releases	2468	2557	2596	2736	898	941	983	1074	3366	3498	3579	3810
Net Increase	455	479	566	572	175	202	222	211	630	681	788	783
Ending Count	7187	7666	8232	8804	2382	2584	2806	3017	9569	10250	11038	11821
NonCaseload	1539	1644	1747	1868	437	448	461	476	1976	2092	2208	2344
Probation Caseload	5648	6022	6485	6936	1945	2136	2345	2541	7593	8158	8830	9477

Parole

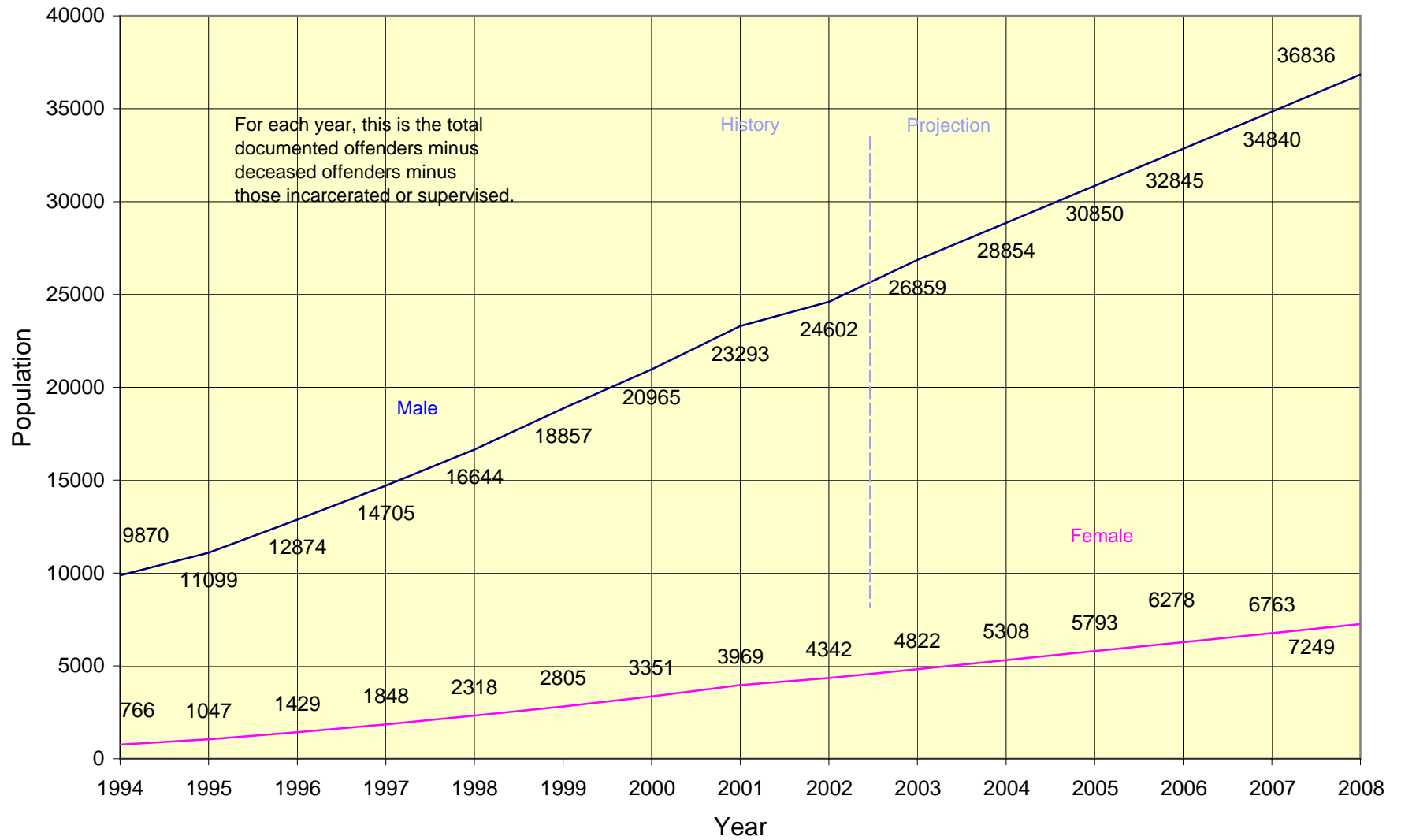
Beginning Count	1623	1628	1621	1603	234	187	158	129	1857	1815	1779	1732
Admissions												
Paroled	1054	925	767	718	138	117	117	119	1192	1042	884	837
Re-instated Violator	163	153	122	114	19	12	6	5	182	165	128	119
Total Admissions	1217	1078	889	832	157	129	123	124	1374	1207	1012	956
Releases												
Violated Parole	613	539	412	335	72	68	68	51	685	607	480	386
Discharged	599	546	495	452	109	83	66	63	708	629	561	515
Total Releases	1212	1085	907	787	181	151	134	114	1393	1236	1041	901
Net Increase	5	-7	-18	45	-47	-29	-29	55	-42	-36	-47	100
Ending Count	1628	1621	1603	1648	187	158	129	184	1815	1779	1732	1832
NonCaseload	426	421	412	425	39	40	41	42	465	461	453	467
Parole Caseload	1225	1230	1239	1226	148	118	88	142	1373	1348	1327	1368
Total Supervised	8838	9317	9883	10455	2569	2742	2935	3201	11407	12059	12818	13656
NonCaseload	1965	2065	2159	2293	476	488	502	518	2441	2553	2661	2811
Supervised Caseload	6873	7252	7724	8162	2093	2254	2433	2683	8966	9506	10157	10845

Appendix 2 State Population Estimates

Idaho Population Age 20 to 34



Pool of Offenders Exposed to Recidivism Risk



Appendix 3, Forecast Advisory Committee Selected Admission Rates

First Time Admission Rates for Males to Probation

	Year							
Crime Group	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol	9.17	9.18	6.27	7.25	6.67	8.67	10.01	8.3
Assault	10.80	10.29	10.41	13.84	11.33	14.99	18.41	15.0
Drug	31.43	25.97	27.16	27.53	27.60	35.81	37.82	31.5
Murder & Man	0.57	0.32	0.38	0.44	0.36	0.49	0.54	0.5
Property	40.67	40.14	32.21	29.46	26.53	30.47	36.35	33.1
Sex	6.47	6.57	7.42	7.03	7.17	7.50	9.34	7.8
Total	99.11	92.47	83.86	85.56	79.65	97.92	112.46	97.7

Repeat Offender Admission Rates for Males to Probation

	Year							
	1996	1997	1998	1999	2000	2001	2002	2003
	6.40	5.05	3.33	3.00	2.44	2.48	1.33	2.91
	7.12	5.13	4.62	6.01	3.82	2.96	1.37	3.86
	16.85	13.13	12.65	12.32	8.91	6.87	3.86	9.23
	0.00	0.39	0.20	0.06	0.11	0.00	0.04	0.10
	23.97	18.95	15.10	11.66	9.17	7.06	3.26	10.45
	2.43	2.17	2.38	1.92	1.38	1.29	0.47	1.52
	56.76	44.82	38.29	34.97	25.83	20.65	10.35	28.06

First Time Admission Rates for Females to Probation

	Year							
Crime Group	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol	1.25	2.32	0.54	1.35	1.46	1.62	1.50	1.45
Assault	1.25	2.08	1.09	1.65	2.40	2.11	2.86	2.08
Drug	10.65	11.06	10.02	13.16	14.13	16.82	17.95	15.50
Murder & Man	0.00	0.24	0.08	0.15	0.22	0.21	0.14	0.17
Property	19.97	21.40	17.70	14.21	13.91	15.27	17.81	16.60
Sex	0.58	0.32	0.23	0.45	0.29	0.35	0.27	0.33
Total	33.70	37.43	29.66	30.98	32.41	36.38	40.52	35.00

Repeat Offender Admission Rates for Females to Probation

	Year							
	1996	1997	1998	1999	2000	2001	2002	2003
	4.78	4.20	3.25	2.59	3.92	1.79	0.50	2.67
	4.78	7.70	5.41	5.18	2.85	1.49	1.51	3.55
	63.99	38.49	37.88	27.61	21.39	16.71	10.83	25.62
	0.00	0.70	0.00	0.43	0.36	0.00	0.00	0.21
	66.86	53.88	37.88	26.75	18.18	11.64	6.55	24.51
	0.96	0.70	0.54	0.86	0.00	0.00	0.25	0.38
	141.36	105.67	84.96	63.42	46.70	31.63	19.65	56.94

First Time Admission Rates for Males to Rider

	Year							
Crime Group	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol	1.96	1.35	0.99	1.18	1.58	2.64	2.82	1.98
Assault	2.54	2.61	1.99	3.26	3.15	4.51	7.32	4.14
Drug	5.73	4.83	3.60	5.03	6.38	8.95	9.67	8.00
Murder & Man	0.08	0.40	0.23	0.15	0.00	0.07	0.34	0.18
Property	6.47	5.30	5.36	5.40	6.09	7.98	11.29	7.51
Sex	2.54	2.85	3.52	2.37	1.94	3.19	4.10	3.05
Total	19.31	17.34	15.69	17.39	19.14	27.34	35.54	23.78

Repeat Offender Admission Rates for Males to Rider

	Year							
	1996	1997	1998	1999	2000	2001	2002	2003
	1.71	2.87	1.29	2.04	1.43	0.76	0.56	1.40
	5.59	3.73	3.40	4.57	2.97	2.34	1.07	3.01
	6.22	5.05	4.35	4.27	4.61	3.39	1.37	3.76
	0.36	0.23	0.20	0.06	0.16	0.10	0.00	0.12
	13.15	9.01	8.09	7.15	5.41	3.10	1.37	5.60
	3.15	4.27	2.65	1.92	1.22	1.14	0.30	1.73
	30.18	25.17	19.99	20.01	15.80	10.83	4.68	15.61

Notes: The values listed in year 2003 were used for all forecast years.

Values highlighted in pink represent Crime Groups for which the Committee selected a rate other than the GWA

Appendix 3, Forecast Advisory Committee Selected Admission Rates

First Time Admission Rates for Females to Rider

	Year							
Crime Group	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol	0.25	0.32	0.00	0.15	0.51	0.56	0.48	0.38
Assault	0.42	0.32	0.31	0.45	0.29	0.35	0.61	0.40
Drug	1.08	1.52	1.94	2.48	3.20	3.52	3.40	2.75
Murder & Man	0.00	0.00	0.00	0.00	0.07	0.00	0.14	0.04
Property	1.25	1.92	1.48	2.26	2.11	2.32	3.20	2.26
Sex	0.08	0.08	0.16	0.23	0.07	0.00	0.14	0.11
Total	3.08	4.17	3.88	5.56	6.26	6.76	7.95	5.94

Repeat Offender Admission Rates for Fales to Rider

	Year							
Crime Group	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol	2.87	2.10	1.62	1.73	1.07	0.90	0.50	1.29
Assault	6.69	4.90	1.08	1.73	1.78	0.00	0.25	1.64
Drug	15.28	20.99	9.20	11.22	9.27	7.16	3.78	9.35
Murder & Man	0.00	0.00	0.00	0.43	0.00	0.00	0.00	0.06
Property	23.88	9.10	10.28	12.51	6.77	5.97	1.51	8.10
Sex	0.96	0.70	0.54	0.00	0.00	0.00	0.00	0.21
Total	49.67	37.79	22.73	27.61	18.89	14.03	6.05	20.65

First Time Admission Rates for Males to Term

	Year							
Crime Group	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol	0.49	0.40	0.31	0.67	1.00	0.97	0.74	0.72
Assault	3.76	2.30	3.37	3.70	4.95	4.58	4.03	3.97
Drug	3.52	5.23	5.36	7.33	6.74	9.30	8.67	8.50
Murder & Man	1.72	1.98	2.07	2.22	1.43	1.25	0.94	1.54
Property	2.95	2.77	2.45	3.63	3.37	3.75	3.63	3.35
Sex	2.78	2.77	1.76	3.92	5.31	4.16	5.04	4.05
Total	15.22	15.44	15.30	21.46	22.80	24.01	23.04	20.80

Repeat Offender Admission Rates for Males to Term

	Year							
Crime Group	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol	2.52	2.25	1.16	1.32	1.70	2.00	1.37	1.70
Assault	3.87	2.80	2.58	2.82	1.96	1.62	1.20	2.09
Drug	4.60	3.11	3.47	3.36	4.24	3.77	2.36	3.43
Murder & Man	0.36	0.31	0.14	0.36	0.27	0.19	0.04	0.21
Property	6.31	5.90	3.67	3.36	2.76	2.24	2.36	3.32
Sex	1.35	1.55	0.82	1.08	0.95	0.81	0.69	0.96
Total	19.01	15.92	11.83	12.32	11.88	10.64	8.03	11.70

First Time Admission Rates for Females to Term

	Year							
Crime Group	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol	0.00	0.08	0.00	0.08	0.00	0.14	0.07	0.06
Assault	0.00	0.16	0.08	0.23	0.00	0.84	0.34	0.30
Drug	0.50	0.32	0.23	0.38	1.09	1.41	1.50	0.92
Murder & Man	0.17	0.24	0.23	0.23	0.22	0.42	0.27	0.28
Property	0.33	0.24	0.39	0.98	0.22	0.99	0.82	0.64
Sex	0.00	0.08	0.08	0.00	0.22	0.14	0.00	0.08
Total	1.00	1.12	1.01	1.88	1.75	3.94	2.99	2.27

Repeat Offender Admission Rates for Females to Term

	Year							
Crime Group	1996	1997	1998	1999	2000	2001	2002	2003
Alcohol	0.96	1.40	0.54	0.43	0.36	0.30	1.01	0.63
Assault	0.00	0.00	0.00	0.00	0.36	0.00	0.50	0.28
Drug	0.96	4.20	2.71	2.16	3.57	1.79	1.51	2.35
Murder & Man	0.96	0.00	0.00	0.43	0.71	0.00	0.00	0.27
Property	5.73	2.80	2.16	2.16	0.71	2.39	1.01	2.04
Sex	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.04
Total	8.60	8.40	5.41	5.18	5.70	4.48	4.03	5.61

Notes: The values listed in year 2003 were used for all forecast years.

Values highlighted in pink represent Crime Groups for which the Committee selected a rate other than the GWA

Appendix 4 DEFINITIONS

Admission - An offender who has been committed by the courts to the Idaho Department of Correction. The offender may enter the department's jurisdiction in Probation, Rider or Term status. A subsequent change from Probation or Rider to Term is also typically referred to as an admission to Term.

Bed Offender - An offender in Term Rider or Parole Violator status, under the jurisdiction of the Idaho Department of Correction, incarcerated in a state institution or other facility, for which the department pays the cost of incarceration on a per diem basis.

Caseload Offender - An offender in Probation or Parole status, under the jurisdiction of the Idaho Department of Correction, who is actively supervised by Community Corrections.

Civil Commitment - A form of confinement for offenders who are mentally ill, incompetent, alcoholic or drug addicted, as contrasted with the criminal commitment for their sentence. Since they represent a per diem obligation to the Department, they are grouped with Term offenders.

Discharged Offender - Offenders whose court commitment is satisfied or who die while under the jurisdiction of the Idaho Department of Correction. Offenders may be discharged from Probation, Rider, Term, Parole or Parole Violator status.

Failed Rider – An offender who was committed by the courts to the Rider program, but upon completion of the program, the court decided to incarcerate. The offenders status will change to Term.

Incarcerated - An offender who has been committed by the courts to one of the Idaho Department of Correction institutions. Riders and Term offenders are considered incarcerated.

New Commitment - An offender who has been committed by the courts to the Idaho Department of Correction for the first time, or after satisfying a previous court commitment, has been committed for a new crime. They may enter in a Probation, Rider, or Term status.

Non Bed Offender - An offender who is under the jurisdiction of the Idaho Department of Correction, but is not housed in a state institution or other facility for which the department pays the cost of incarceration on a per diem basis. They could be in a county testifying, on detainer, an escapee, or in a record tracking status.

Parole Violator - An offender who has been placed on Parole and then violates the conditions of their parole. Parole Violator status is usually a temporary status until a hearing can be conducted to determine if the offender will be returned to Term or Parole status. It is considered an incarcerated status.

Paroled Offender - An offender that the parole commission has decided to place in society after serving a portion of their sentence. They are supervised by a Parole Officer for the remainder of their court commitment.

Probation - An offender that the courts have decided to allow to serve their sentence while living in society. They are not incarcerated, but are supervised by a Probation Officer until their court commitment is satisfied.

Reinstated Parole - An offender who violated their parole and the Parole Commission subsequently decided to reinstate them in Parole status instead of returning them to prison.

Retained Jurisdiction - An offender that the courts have decided to send to the 120-day Rider program. The courts retain jurisdiction until the offender completes the program. The courts will subsequently determine whether to place the offender in Probation or Term status or to withhold judgement. Also referred to as Rider.

Revoked Parole - An offender who, while on parole, violates the conditions of their parole and is placed back in prison by the Parole Commission.

Revoked Probation - An offender who, while serving probation, violates the conditions of their probation and the court changes their sentence to incarceration. The offender's status changes from Probation to Term, or sometimes Rider.

Rider – see Retained Jurisdiction.

Rider Incarcerated - An offender committed to the 120-day Rider program, who the courts subsequently commit to one of the state prisons.

Term - An offender who the courts or the Parole Commission has committed to one of the state prisons.

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